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| CAMBRIDGESHIRE POLICE AND CRIME PANEL | Agenda Item No. 7 |
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Report of Cambridgeshire Police and Crime Commissioner

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HER MAJESTY’S INSPECTORATE OF CONSTABULARY INSPECTION - UPDATE

1. PURPOSE

- 1.1 The purpose of this report is to provide the Police and Crime Panel (the “Panel”) with an update on how the findings of the Her Majesty’s Inspectorate of Constabulary (HMIC) Police Effectiveness, Efficiency, and Legitimacy (PEEL) reports are being monitored by the Police and Crime Commissioner (the “Commissioner”).

2. RECOMMENDATIONS

- 2.1 The Panel is asked to note the report.
- 2.2 The Panel is also asked to refer to the paper that was submitted to their meeting on the 29th June 2016 entitled ‘Her Majesty’s Inspectorate Of Constabulary Inspection Reports’.

3. TERMS OF REFERENCE

- 3.1 Item 6 – To review or scrutinise decisions made, or other action taken, by the Police and Crime Commissioner in connection with the discharge of the Commissioner’s functions.

Item 8 – To support the effective exercise of the Police and Crime Commissioner’s functions.

4. BACKGROUND

- 4.1 The Policing Protocol Order 2011 (the “Protocol”) sets out some key guiding principles for all Police and Crime Commissioners, Chief Constables and Police and Crime Panels.
- 4.2 Under the Protocol, the Commissioner has the legal power to scrutinise, support and challenge the overall performance of Cambridgeshire Constabulary (the “Constabulary”) and hold the Chief Constable to account for the performance of the Constabulary’s officers and staff. The Protocol is clear that the Commissioner must not fetter the operational independence of the Constabulary and the Chief Constable.
- 4.3 In turn, the Protocol enables the Panel to scrutinise the Commissioner in the exercise of his statutory functions, but does not provide for the Panel to scrutinise the Chief Constable.

5. HMIC

- 5.1 HMIC independently assesses and routinely monitors the performance of police forces in order to ensure that:
- emerging problems with the efficiency or effectiveness of individual forces are spotted quickly, and Chief Constables and Commissioners are aware of these problems and are taking corrective action; and
 - if problems with efficiency or effectiveness of a force are enduring and there is a low prospect of them being resolved, those problems are raised formally with the Commissioner, so that they can respond.
- 5.2 PEEL is an annual assessment of police forces in England and Wales on their effectiveness, efficiency and legitimacy. They are judged as 'outstanding', 'good', 'requires improvement' or 'inadequate' on these categories (or pillars) based on inspection findings, analysis and Her Majesty's Inspectors' (HMIs) professional judgment across the year. In addition, as part of the PEEL inspections, HMIC assess how the police forces are led at every rank and grade.
- 5.3 HMIC has begun its 2016 round of inspections of the Constabulary. They will build their Effectiveness inspection (which is scheduled for mid-September 2016) and key lines of enquiry on the 2015 Effectiveness recommendation and areas for improvement to assess the Constabulary's progress against these. It is worth noting that HMIC inspections are 'backward looking', in the respect that they look at progress made since previous inspections but there is a time-lapse between inspection and the findings being published, in some cases a six month time-lag. This means that the Constabulary are acting upon any recommendations and or areas for improvement months before the inspection reports are published. The inspection findings for the 2016 inspections are likely to be published between Autumn 2016 and February 2017.

6. HMIC PEEL INSPECTION OF CAMBRIDGESHIRE CONSTABULARY

- 6.1 HMIC undertook their PEEL inspection of the Constabulary throughout 2015, with individual inspection reports being published in October and December 2015 and February 2016. In addition, in February 2016 HMIs brought together all the judgments made throughout the year together with other findings and information, to produce a rounded annual assessment of the Constabulary.
- 6.2 The Constabulary's overall PEEL assessment, as published in February 2016, by HMIs judged that the extent to which the Constabulary was:
- Effective at keeping people safe and reducing crime = 'requires improvement';
 - Efficient at keeping people safe and reducing crime = 'good';
 - Legitimate at keeping people safe and reducing crime = 'good';
 - Leadership = no formal grading.
- 6.3 As part of the inspection, HMIC identify areas for improvement which HMIC define as follows:
- If HMIC's inspection identifies an aspect of a force's practice, policy or performance that falls short of the expected standard, it will be reported as one or more area(s) for improvement. Area(s) for improvement will not be accompanied by a recommendation.
- If HMIC's inspection identifies a serious or critical shortcoming in a force's practice, policy or performance, it will be reported as a cause of concern. A cause of concern will always be accompanied by one or more recommendations. HMIC will recommend that the force(s) (and sometimes other bodies) make changes to alleviate or eradicate it.

6.4 HMIC's PEEL inspection findings for 2015 resulted in one recommendation and seven Areas for Improvement: two for vulnerability, four for effectiveness, and two for legitimacy. These are given in Appendix 1 along with the Constabulary's progress against these. No causes for concern or formal recommendations were contained in the Leadership inspection.

7. DELIVERING AGAINST THE RECOMMENDATION AND AREAS FOR IMPROVEMENT

7.1 HMIC's PEEL reports, are by their nature, comprehensive and contain a number of observations, findings and areas for improvement. The Constabulary's focus is towards the recommendation and areas of improvement identified in the reports but equally some of the observations and narrative are key to inform and improve the Constabulary's work. However, action against all of these are balanced and prioritised against threat, risk, harm, and demand and resources.

7.2 HMIC reports, the recommendation and areas for improvement identified within the reports, have been noted and accepted by the Constabulary. The Constabulary maintain responsibility for the assurance and progression of activity against HMIC recommendations. The Deputy Chief Constable has taken responsibility for HMIC progress. The Constabulary track the recommendations and area for concern through their Organisational Improvement Group, with critical risks flagged to their Force Executive Board.

7.3 The Commissioner has spent time on the 'front-line' both with the Constabulary and engaging with the public, local communities and representative groups through regular attendance at public contact points, holding surgery appointments, and through correspondence received. This engagement has enabled the Commissioner to not only gain an understanding first-hand of the invaluable work the Constabulary do, how they are progressing with the HMIC recommendations in practice, and an understanding from the public's perspective of their experience of the Constabulary. All of this provides the basis for the Commissioner to provide the Constabulary with feedback and to hold the Chief Constable to account. The Commissioner will continue to aim to spend at least one day a week on public engagement and or with specific front line operational police services.

7.4 To illustrate, the Commissioner has met with officers to discuss the Constabulary's approach to how they are tackling burglary, challenges around investigations and getting positive outcomes as part of Operation Hunter. The key aims of the Operation Hunter are to provide the highest level of victim care and support and to keep victims informed throughout, from initial report to the conclusion of the criminal justice process and beyond, if necessary. This should help victims cope and recover from their experience by providing emotional and practical support.

7.5 The Commissioner has witnessed first-hand the Constabulary's use of body worn video and has sought reassurance from the Chief Constable regarding their use and roll-out across the Constabulary. The Chief Constable is clear that where the body worn video is worn, it will be used when attending incidents of domestic abuse and also when conducting stop searches. This is a position that the Commissioner supports.

7.6 The Commissioner has also visited the Constabulary's Victim and Witness Hub to see how the Hub not only supports victims but also provides support to witnesses through the criminal justice process. This then benefits victims by ensuring their case has the best possible opportunity to proceed. The Victim and Witness Improvement Group remains in place in order to drive up victim care standards.

7.7 The Commissioner is also supportive of the Constabulary's local Community Scrutiny Group. This group meets quarterly and holds the Constabulary to account on any stop and search issues. The group is chaired by an Independent Member and is made up of a broad range of backgrounds, ages, faiths and ethnicities. The overall aim of the group is to achieve transparency, community involvement and improve public confidence and trust in how stop search is used. The group scrutinises the use of the power, disproportionality, complaints, actual stop searches conducted and Body Worn Video use. The minutes and agenda of the

Community Scrutiny Group, together with force stop and search data is available on the Constabulary's website.

- 7.8 In addition, a 'reasonable grounds' Community Scrutiny Group examines purely the justification of a randomly selected number of individual stop searches. The groups meets bi-monthly and is chaired by a local Police Inspector, with the panel made up from a small number of community representatives. Feedback from the panel is sent to officers, supervisors and fed into the wider scrutiny and governance groups.
- 7.9 In terms of the Commissioner gaining assurance against delivery and monitoring, the Commissioner has weekly 1:1 meetings with the Chief Constable, where the Commissioner is able to feedback observations from visits and contacts and discuss progress on policing priorities. The Commissioner also seeks his assurance directly from HMIC. This is through 'live-time' de-briefs directly following inspections which enable the Constabulary to immediately look at any recommendations and put in place any implementation requirements.
- 7.10 The Commissioner's Business Coordination board, Performance Working Group and the work his officers do with the Constabulary, enable the Commissioner to both scrutinise and support the Constabulary against their progress on HMIC recommendations and other areas of the business. As an example, updates on the Constabulary's Project Sherlock has been given to the Commissioner both at 1:1 level and at formal governance meetings. Project Sherlock's aims, in response to HMIC recommendations, are to improve how effective the Constabulary are at investigating crime and managing offenders, with victims needs at its core. Another example is the regular updates the Commissioner receives on the Constabulary's response to domestic abuse.
- 7.11 The Panel will note the previous reports they have received on how the Constabulary are tackling domestic abuse, against which subsequent HMIC inspections have assessed the Constabulary's progress.

8. CURRENT DELIVERY

- 8.1 The Constabulary's current performance (as at the end of June 2016) in respect of those matters relating to protecting the vulnerable are given below. All areas of service delivery relating to these vulnerable victims are currently subject to increased Constabulary scrutiny, with tactical activity focused on driving through improved suspect management in the coming weeks.
- 8.2 Overall victim satisfaction with the overall service they received from the Constabulary remains stable in the recent months, with no significant trend emerging. The Constabulary recognise that maintaining proactive communication with victims remains a challenge. The recently implemented Project Sherlock has victim needs at its core, thus improvements in this indicator should be evident in the coming months.
- 8.3 Burglary Dwelling crime levels remain comparable to the year-end position in the 12 months to June, with levels remaining below last years for the fifth consecutive month. The renewed focus on investigative activity through Project Sherlock, together with the operational focus of Operation Hunter, is designed to deliver ethical and sustained improvements in the coming months in burglary dwelling prosecutions. Burglary victim satisfaction has improved to 91.4% in the 12 months to June 2016 driven by month on month improvements since April 2016.
- 8.4 The Constabulary prioritises the protection of the most vulnerable people in our communities, especially those at risk of domestic abuse. Safeguarding is delivered via a partnership response through the Multi Agency Safeguarding Hub.
- 8.5 Domestic incident response times remains a priority in all local policing areas in order to drive performance improvements. Reassuringly, response to the higher priority incidents remains

acceptable, however, resourcing prompt response incidents within the desired 'golden hour'¹ remains a challenge. The Assistant Chief Constable has requested that work is completed to explore ways in which demand can be diverted away from front line response officers at times when demand outstrips resources available, thus providing opportunities for improving response times. The recommendations from this work are due to be discussed at the forthcoming Constabulary's Performance Management Meeting.

- 8.6 Domestic Abuse recorded crime continues on an upward trend and remains significantly higher than at year end. However, crime has increased at a faster rate than public calls for service relating to domestic abuse (which have remained relatively stable), thus reinforcing the impact of improved National Crime Recording Standard compliance continues. Territorial policing areas are now dealing with an increasing proportion of the investigative demand but this abated during June 2016.

9. BACKGROUND DOCUMENTS

- 9.1 'Her Majesty's Inspectorate of Constabulary Inspection Reports', Agenda Item 8.0, Cambridgeshire Police and Crime Panel, 29th June 2016

PEEL – overview report from Her Majesty's Inspector of Constabulary, February 2016

<http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2015/cambridgeshire/>

'PEEL: Police Efficiency 2015 – An inspection of Cambridgeshire Constabulary', October 2015

'PEEL: Police Effectiveness 2015 – An inspection of Cambridgeshire Constabulary', February 2016

'PEEL: Police Effectiveness 2015 (Vulnerability) – An inspection of Cambridgeshire Constabulary', December 2015

'PEEL: Police Legitimacy 2015 – An inspection of Cambridgeshire Constabulary', February 2016

¹ The term used for the period immediately after an offence has been committed, when material is readily available in high volumes to the police.

HMIC Inspections 2015 – Recommendation and Areas for Improvement

Appendix 1

Please note: HMIC will be assessing progress on these during their September 2016 inspection

| RECOMMENDATION | RESPONSE | PROGRESS |
|--|---|-----------|
| VULNERABILITY INSPECTION – HMIC recommendation - The Constabulary should immediately take steps to improve its response in the following areas: | | |
| The use of body-worn video cameras by officers attending incidents of domestic abuse | The Chief Constable has set out a clear expectation that when attending a domestic incident, body worn video will be worn and switched on. | In use |
| The use of voluntary attendance at police stations for perpetrators of domestic abuse and in cases of breaches of orders. | A default position in domestic abuse cases has been set: offenders should be arrested, with voluntary interviews only considered where arrest is not appropriate. | In place |
| The use of domestic violence protection orders (DVPOs) to safeguard victims. | The use of DVPOs to safeguard victims has been reviewed. The number in use has increased from four in 2014-15 to 21 between 30 th June 2015 and 30 th June 2016. | On-going |
| The capacity within the Domestic Abuse Investigation Unit to provide an effective service. | Review of the capacity within the Domestic Abuse Investigation and Safeguarding Unit completed by the Constabulary’s Public Protection Department and an increase of resource identified. | Completed |
| VULNERABILITY INSPECTION | | |
| The Constabulary should improve its compliance with its duties under the Code of Practice for victims of crime specifically in relation to Victim Personal Statements. | Around 140 case files (anticipated Not Guilty pleas and file upgrades) are dip-sampled monthly to check compliance with the Code of Practice. | On-going |
| | Over the 12 months to end of March 2016, 90% of files compiled with the requirements for Victim Personal Statements. | On-going |
| | A bespoke Victim Personal Statement template has now been produced, which focusses on best evidence and areas to cover within the statement. | Completed |

| AREA FOR IMPROVEMENT | RESPONSE | PROGRESS |
|--|--|-------------|
| EFFECTIVENESS INSPECTION | | |
| <p>The Constabulary should use evidence of ‘what works’ drawn from other forces, academics and partners to continually improve its approach to the prevention of crime and anti-social behaviour. There needs to be routine evaluation of tactics and sharing of effective practice.</p> | <p>Constabulary currently looking at both governance arrangements for strategic and tactical level approach. Both these groups will be responsible for identifying organisational learning across all areas of the Constabulary (as well as Joint Protected Services and external partners / agencies) and taking appropriate action / disseminating learning across the organisation. This specifically includes good practice as well as organisational learning necessitating remedial action.</p> <p>The Constabulary has also recently joined 14 other police forces who are part of the Open University’s Policing Consortium. The consortium is a collaboration which aims to carry out policing research and use it in practice to help forces adapt to the changing policing landscape.</p> | In Progress |
| EFFECTIVENESS INSPECTION | | |
| <p>The Constabulary should ensure that there is regular and active supervision of investigations to check quality and progress.</p> | <p>Assistant Chief Constable launched Project Sherlock in June 2016 to improve how effective the Constabulary are at investigating crime and managing offenders.</p> | On-going |
| LEGITIMACY INSPECTION | | |
| <p>The Constabulary should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure that investigations are not delayed.</p> | <p>Under review by the Constabulary’s Crime & Operations Support and oversight by Head of Crime.</p> | In progress |
| <p>The Constabulary should improve the awareness of organised crime groups among neighbourhood teams to ensure that they can reliably identify these groups, collect intelligence and disrupt their activity.</p> | <p>Designated Single Points of Contact have now been established in local policing areas to ensure effective information sharing, tasking and awareness raising between the Central Intelligence Bureau and neighbourhood teams. Management of local Organised Crime Groups now sits with policing districts as appropriate.</p> | Completed |

| AREA FOR IMPROVEMENT | RESPONSE | PROGRESS |
|---|---|-----------|
| LEGITIMACY INSPECTION | | |
| Stop Search – note: the areas for improvement given below arose from HMIC’s 2015 Legitimacy Inspection. HMIC re-visited the Constabulary between June and August 2016 to assess their compliance with Best Use of Stop and Search (BUSS) Scheme. HMIC’s report will be published in September 2016 alongside a national overview report that will inform the Home Secretary’s decision on membership of the BUSS Scheme. The responses given below are the actions taken by the Constabulary towards achieving compliance with BUSS. | | |
| The Constabulary should ensure that officers understand the features of the BUSS scheme and how to apply the National Decision Model (including the Code of Ethics) when using the power. | Training for frontline officers in Cambridgeshire took place at a district/departmental level, and delivered by the Constabulary’s Senior Management Team in each area. | Completed |
| The Constabulary should comply with the BUSS scheme in relation to: recording and publishing outcomes; the community complaints trigger; and monitoring the impact of stop and search on young people and black, Asian and minority ethnic groups. | A Gold Group, chaired by the Assistant Chief Constable has been established to progress compliance with BUSS, with representation from all of the Constabulary’s operational departments, Learning & Development, Corporate Communications and Corporate Performance. This group is also responsible for governance and scrutiny around the legitimacy of the use of stop search by the Constabulary. | Completed |
| | The latest version of tuServ is now live, which will enable compliance around the publication of stop search locations. (tuSeve provides officers with access to force systems via the use of mobile devices and includes a range of features e.g the ability to take photographs, record videos, make freehand sketches and take audio recordings). | Completed |